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ABSTRACT

The approach of Georgia's career education program is one in which the state leadership serves first as a catalyst in stimulating local educators to re-examine the educational needs of their students, and second, as a source of assistance to local educators as they think through, within the context of their local environments, the changes they believe are needed. It is essential to recognize the need to conceptualize career education on a much broader basis than had been thought in the beginning--a department-wide implementation thrust as opposed to a program approach. An attempt at such a comprehensive approach with total department involvement would have failed completely seven years ago. The Georgia State Department of Education has been building a base and a climate of understanding for the initiation of a much broader and more comprehensive approach to the implementation of the career education concept. Career education will continue to flourish as state program managers come to perceive career education as a part of their responsibilities. (Author/TA)

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FUSING THE CAREER EDUCATION CONCEPT INTO THE FIBER OF THE STATE EDUCATIONAL SYSTEM

by

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U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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- Generating knowledge through research
- Developing educational programs and products
- Evaluating individual program needs and outcomes
- Installing educational programs and products
- Operating information systems and services
- Conducting leadership development and training programs

PREFACE

The Second Career Education National Forum, held in Washington, D.C. in February 1976, was evidence of The Center's continuing commitment to research and development in career education. Prominent researchers and academicians were joined by leading practitioners in a second nationwide effort to share ideas, research, and operational programs in career education. We are hopeful that this exchange will lend insight to and impact upon future developments at federal, state and local levels. Corinne Rieder, Associate Director of the NIE Education and Work Task Force, and I look forward to planning and organizing the Third Forum—with hope that the interest and dedication of career educators will again form the foundation for stimulating discussion and thoughtful critique.

The Center is indebted to the National Institute of Education, sponsor of the Forum, for its support and advice in Forum planning. We also appreciate the time and efforts of those presenters who shared their insights with us all.

This monograph series includes Forum keynote presentations and additional papers from distinguished lectures presented at the Forum.

The Ohio State University and The Center are proud to share these papers with you.

Robert E. Taylor
Director
The Center for
Vocational Education

INTRODUCTION

Gene Bottoms has been involved in developing and implementing various components of Georgia's career education program through his eleven years of supervisory and administrative work in the Georgia Department of Education. In addition to his present position as Director of the Division of Program and Staff Development, he has served as State Supervisor of Vocational Guidance and Associate State Director of Vocational Education, Leadership Services. He has taught at the elementary, secondary and post-secondary levels and has had a variety of field work experiences, including a special consultantship in career education to The Center for Vocational Education, Columbus, Ohio, from 1970-72. He received his B.S., M.Ed., and Ed.D. from the University of Georgia, Athens.

Recently, Dr. Bottoms was elected President of the American Vocational Association for 1976-77. He has held life membership in that organization for over ten years. His many AVA activities have included serving as one of five members of a Task Force on Career Education which synthesized the recommendations of a 100-member study committee on an AVA statement of career education. In addition, he served as coordinating editor of three issues of the *American Vocational Journal*, the themes of which were "How Does the Vocational Teacher Fit Into the Guidance Picture?"; "Comprehensive Planning of a Total Program for Vocational Education"; and "Career Education."

The Center for Vocational Education and the National Institute of Education are pleased to share with you Dr. Bottom's paper, "Fusing the Career Education Concept Into the Fiber of the State Education System."

Fusing the Career Education Concept Into the Fiber of the State Educational System

Gene Bottoms

During the middle and late sixties, and long before Marland named it, educational leaders in Georgia advocated a "developmental vocational program"—one designed to facilitate all students' mastery of critical career development tasks. The intent was not to de-emphasize vocational education for job skill preparation but to emphasize multiple purposes that included:

a. moving vocational education into the educational mainstream;

b. making vocational programs more flexible in terms of objectivies, time, entry, and exit in order to address the vocational needs of a broader range of student populations;

c. developing across-the-board career exploratory programs for junior high students;

d. relating the learning-by-doing approach of vocational education and the personal purposefulness of learning advocated by guidance. This would be accomplished through an interlocking of academic, vocational, and career objectives for individual students so that the vocational experience could be used to enhance the teaching of basic skills and broader educational objectives;

e. using the community to achieve the career development tasks of awareness, exploration, decision making, planning and preparation; and

f. individualizing the vocational instructional process.

These were the "searching years" in which educational leaders were grasping for an approach to education that would make preparation for work a felt part of the responsibility of each educator. These years were marked with developmental and demonstration projects designed to evolve a broader and more viable structure of vocational education with which all educators could identify.

A broader, more student-centered concept of vocational education began to be reflected in the state board policies and in the State Plan for Vocational Education. The "search," in terms of an emerging concept of vocational education as an integral part of education and one that would serve as a catalyst for broader educational reform, was beginning to take shape.

With Marland's pronouncement of career education, the early seventies became the "testing years." These years witnessed the use of a program approach to reform the schools and placed greater emphasis on preparation for work as a major function of education. Vocational education provided both the fuel and the leadership for this effort. With the exception of top leaders, the leadership was limited to vocational educators. As operational programs began to take shape, it became obvious that both educators and lay citizens would endorse and support an educational approach that included a developmental focus on work. It also became obvious that what should be occurring naturally because of its sound basis in learning principles was occurring with much discomfort. It was concluded that under the existing climate, large sums of money would be needed to initiate and maintain the program.

Even though the idea of reforming education to make career development a major educational goal was acceptable, its implementation was a painful process. The problem was that the concept of career education was not consistent with education expectations being expressed through state board policies, the state curriculum framework, teacher certification and preparation, high school graduation requirements, school standards, or in terms of what schools had always experienced. In essence, the state systems of education, as communicated through formal or informal policies, documents, rules, procedures and tradition, represented major barriers to the education reform being sought.

The permanent reform of vocational education was the major consequence of attempting to reform education through an expanded vocational education program. A second consequence was that state educational leaders decided that the broader education reform of fusing career education concepts into all elements of the educational system would come only through broader state level leadership.

STRUCTURE FOR CAREER EDUCATION

In distinguishing between vocational education and career education, vocational education is viewed as a program that is fundable, manageable, and accountable and can address the several career development tasks. Career education is viewed as a concept, an idea. It is a concept that includes all teachers, all curriculum areas, all educational levels, and all students. It is designed to assist each individual to make continuous progress in acquiring the knowledge, skills, attitudes, and experiences necessary to satisfactorily manage a personally meaningful and productive career. More specifically, it is expected that the career education concept will enable students to:

a. know through broad experiences how their individual abilities, achievements, and interests relate to work and educational alternatives;

b. know how learning acquired in school is used in work-related activities;

c. identify with work, workers, and work values;

d. develop skills and attitudes needed for continued learning, career decision making, planning, job preparation, job seeking, and career success.

It is expected that the career education concept in practice will result in school curriculum and instructional activities such as:

a. the use of career-oriented content and learning-by-doing activities in existing curriculum to motivate and enhance achievement of basic skills.

b. the use of group guidance and classroom activities which encourage individual responsibility for personal career planning and a broader awareness of occupational and career choices.

c. the use of community and home resources for learning experiences.

d. the creation of enough school flexibility so that students may combine a wide range of educational experiences as they create their own personalized curriculum related in part to career exploration and/or tentative career goals.

e. the offering of experiences and opportunities for increased career options through career

exploration, school-managed volunteer and paid work experience for credit, development of entry-level job skills and job placement.

f. the relation of the fine, practical, and liberal arts to work and other life roles and values.

g. the establishment of a work-related performance expectation that each secondary student is expected to demonstrate prior to leaving school.

CLARITY OF APPROACH

The strategy for achieving the implementation of career education involves changing the expectation of what education is supposed to be, as communicated from the state department of education to local school systems. Local educators derive both a readiness and a searching for direction to change from institutions of higher education and from lay citizens, from policies, standards, and procedures of the state department of education, and from significant scholars and leaders. Thus, the function of state department of education leadership becomes more than just evangelizing for career education. Instead, the new leadership role must address four specific dimensions: first, locating and revising the critical stimuli through which education expectations are communicated to local systems (i.e., teacher preparation, certification, student assessment, high school graduation requirements, school standards, flexibility in the expenditure of funds, and state staff involvement and commitment); second, creating the situation that enables local educators to perceive the changing expectation; third, providing the assistance necessary for local educators to take requisite steps to plan and initiate education change; and fourth, providing a supportive climate that facilitates initial and continued change.

STATE STAFF ORGANIZATION FOR CAREER EDUCATION

If the goal is to implement career education as a concept through changing state expectations with resulting reform by local educators, then career education should not be identified with a single "superman." Rather, a staff structure should be developed in which all professional staff members of the state department of education become conversant with, involved in, and committed to career education. They should be actually living that involvement and commitment daily in the performance of their assigned duties within the state department of education. Under these circumstances, the role of the career education specialist will become one of influencing state policies and one of getting other professional staff members involved directly with career education.

The leadership and input for career education in our state is through a task force appointed by the state superintendent of schools. The task force is composed of individuals who represent the several program areas within the department and who direct staff and budgets. The task force has been assigned to:

a. develop and make available an up-to-date resource guide for use in local school systems by superintendents in implementing the career education concept;

b. incorporate the concept of career education into the curriculum framework;

c. develop procedures to insure that local educational plans and proposals submitted for state funding include plans for implementing the career education concept;

d. develop and apply standards to assess the quality of the career education concept;

e. develop and review annually a plan that specifies how the state department of education will assist local systems in implementing the career education concept.

The annual state plan is developed by having each task force member develop a mini-career education plan for his/her area of responsibility. They will facilitate the implementation of those aspects of career education that are naturally related to their areas of assignment. The task force is now meeting monthly to coordinate activities, review achievements, project plans, identify exemplary activities, and perform other assigned duties.

CLIMATE FOR CAREER EDUCATION

The local educator takes his clue for change in education, in part, from local publics' and other societal leaders' expressed expectations of education. If this assumption is true, then educators are not likely to make substantive reforms in education, such as those advocated by career education, unless enough significant lay persons expect it. Therefore, the integration of the career education concept into the state educational system is dependent upon an enthusiastic climate of acceptance. Support for the career education concept continues to gain momentum among lay leaders in Georgia.

The climate for career education was enhanced through the development of a broader concept of vocational education. A narrow and regimented concept of vocational education acts as a barrier to the growth and development of

the career education concept. It is doubtful that a school system or state can implement the career education concept without first or simultaneously having a strong comprehensive program of vocational education. The strong base of vocational programs in Georgia makes it much easier for the career education concept to emerge.

The climate for the career education concept was strengthened when, in 1974, the Georgia Legislature enacted a comprehensive educational act entitled "Adequate Program for Education in Georgia." A quote in the introduction of that legislation set the tone for career education:

> It is hereby declared to be the policy of the State of Georgia that general and occupational education can be integrated into a comprehensive education program which will contribute to the total development of the individual. Therefore, it is in the student's best interest to promote coordination and cooperation between the schools and the community, including business and industry, to provide the students an opportunity to participate in and learn from community life.

This quote reflects the tenor of the act in terms of reinforcement of the career education concept.

A further promotion of a favorable climate for career education occurred in March 1975 when the State Board of Education adopted sixteen state goals for education. Although several of the goals emphasized the career education concept, the following goal reflects career education directly:

> For now, however, we propose that no child shall be enrolled in any public school of this

> State who is not taught that work is honorable and that common sense dictates respect for all occupations, vocations and professions, to which end each pupil shall have exposure to fields of work in which he has special interests and in which he can earn a livelihood if he elects to do so.

Through this goal the state board captured in layman's language the general expectations that most Georgians have for public education. The state has also been fortunate to have a chief state school officer who has on many occasions endorsed the career education concept through both word and deed.

The concept of career education seems to be consistent with the view of what lay citizens are expecting from education in our state. This combination of events has created a fertile field in which the career education concept can develop a strong root system within the state system of public education.

REVISING STATE LEVEL EDUCATIONAL EXPECTATIONS TO REFLECT THE CAREER EDUCATION CONCEPT

Educational expectations are also communicated to local schools through policies, procedures, and activities regarding students, staff, curriculum, instructional media, activities and resources, management, and funding requirements. These represent educational elements that can be changed in the effort to reform education. A concentrated effort began in 1972 to initiate changes in these educational elements that would increase the emphasis on the career education concept. Each element will be reviewed in terms of some of the changes that have occurred, those in progress, and those that might occur.

Students

The expectations for student achievement in school, as communicated by society, becomes a major influence on the nature of the education system. The Statewide Testing Program has become a significant influence for communicating some factors of importance. This spring, our testing program will include a criterion-referenced test in grades four and eight to determine the extent to which students have mastered twenty essential career development objectives. New criterion-referenced tests have been developed in reading and mathematics at grades four and eight, and mastery of essential basic skill objectives, in part, is being assessed through items that draw upon their application in several life roles. It is hoped that the revisions in the Statewide Testing Program will serve to tie together the basic skills and the career education concept both in terms of importance and curriculum fusing in which each reinforces the achievement of the other.

Further changes in the Statewide Testing Program include the development of fourteen criterion-referenced tests designed to measure essential competencies needed by seventeen-year-old youths in today's society. Included among the fourteen areas are career development, consumer skills, citizenship skills, leisure skills, etc. Most of the fourteen areas are related to different life roles. These tests will serve to focus the attention of local educators on competencies needed by students in terms of the several life roles.

Many areas within the State Department of Education now require that local systems, when submitting applications for funding, show evidence that their plan is related to student needs identified through a comprehensive local needs assessment that included student and community input. As a consequence of this requirement, local educational leaders are becoming aware that the community expects the school

not only to teach basic skills, but to prepare students to participate in our economic system. As a consequence, local systems are reordering priorities and redirecting resources to implement the career education concept.

State board requirements for high school graduation exert a major influence on what is expected of students. Georgia is in the midst of intense dialogue regarding high school graduation requirements.

Staff

Whether the career education concept is implemented in a given school depends, to a large degree, upon the philosophy, commitment and know-how of the professional staff. The selection, expectation, preparation, organization, and certification of staff influences their viewpoints of why education exists and what it should be like. The State Board of Education, through approved programs and certification requirements, can exercise leadership that incorporates the career education concept into preparation and certification requirements. Local boards of education, through established expectations of performance, selection procedures, organization and staff development activities, serve as positive forces for career education.

It has often been said, "teachers teach the way they were taught." There is considerable evidence that teachers do model their teaching behavior on others. During the past three years, the State Board of Education, upon the recommendation of the Georgia Teacher Education Council, has made or has taken under consideration several changes in policies and criteria pertaining to preparation and certification that will strengthen the inclusion of the career education concept. First, the approved program requires exploratory laboratory experiences for prospective teachers during the freshman and sophomore years. Second, approved programs

have been modified to extend practice teaching experiences over an entire year so that professional knowledge and experience will be more effectively interrelated. Third, colleges at the advanced degree level have the freedom to develop individualized preparation programs based on the assessed needs of the individual, including on-the-job performance, cognitive knowledge, and professional goals and objectives. Fourth, criteria for the fifth- and sixth-year programs have been modified to require that 25 percent of the program be field-based and that this portion be streamed throughout the program to facilitate translating knowledge acquired into on-the-job practice. Fifth, a middle school certificate is now under development that will include a major emphasis on exploration, interdisciplinary activities and individualization of instruction. Sixth, one institution is now seeking to determine the core competencies, knowledges, and experiences that all teachers should possess regarding career education. Each of these changes in standards for approved preparation programs serves either to use the career education concept as a model for preparing teachers or to introduce career education content and techniques into the program.

Implementation of the career education concept is dependent upon updating and upgrading the competencies of practicing educators. In 1973, the state board eliminated the issuance of life certificates and redirected funds to support local system staff development plans. The board set two major criteria for approving local staff development plans. First, the plan must be designed to prepare teachers to implement and validate improvement activities or products that address priority student needs. Second, the plan must contain provisions for on-the-job implementation. This year, 65 of Georgia's 188 school systems are conducting staff development activities in the area of career education. Further, the state board has made it possible for educators to renew their certificates through non-credit local staff development

activities as long as either a local committee or qualified external evaluator verifies that the expected on-the-job performance of participating educators has occurred. This approach to certification renewal will facilitate the implementation of the career education concept because it is based on the teachers developing those competencies needed to more effectively meet the needs of their students.

The competencies teachers will need are: (a) ability to involve students in formulating learning objectives and learning activities, (b) ability to create readiness by relating concepts to everyday application, (c) individualization of instruction, (d) use of a variety of instructional approaches, (e) questioning and reflecting skills, (f) use of student ideas, (g) enthusiasm, (h) ability to relate subject matter to work, (i) use of positive reinforcement, (j) provision of precise feedback, and (k) task orientation. Teachers too often fail in their attempts to incorporate career education content and activities into their curriculum, not because they don't want to, but because they don't have mastery of some fundamental classroom competencies. In many classrooms, the predominant teaching technique can be classified as a boring lecture. This past September, the State Board of Education approved a plan for moving toward performance-based certification that was recommended by the Teacher Education Council. Before a person receives a professional teaching certificate, he/she would have to demonstrate on the job that he/she had mastered certain critical competencies such as those previously mentioned. This will enhance the implementation of the career education concept.

An additional emphasis has been placed on staff development activities for school managers—superintendent and principal. The first of these was initated in the late sixties and has received annual emphasis. During the past two years, Dr. Grant Venn has conducted a one-week workshop in sixty

systems for superintendents and principals. Staff development for school managers has resulted in school superintendents and principals becoming, in many instances, the moving forces for career education.

A major undertaking has been initiated in one congressional district to upgrade the career guidance competencies of practicing school counselors through a field-based and competency-based additional year of graduate work. This is a major developmental project in which counselors will be assessed regarding knowledge and on-the-job demonstrated competencies.

As a consequence of state emphasis on career education, over half of the thirty-three institutions in Georgia that prepare teachers now offer courses or workshops in career education. Ten of the institutions have employed staff with recognized expertise in career education. This provides a broad base of expert leadership to implement the career education concept. The implementation of the career education concept is dependent upon knowledgeable, committed, and skilled leaders and teachers.

Curriculum and Instruction

It is through the school curriculum and instructional media and activities that career education outcomes will be achieved. The State Board of Education and the Department of Education staffs influence the local system's instructional program in many ways. In Georgia, curriculum content, structure, organization, materials, and activities at the local level are influenced through (a) state school standards, (b) instructional media and activities and policies, (c) program requirements and leadership, (d) curriculum guides and studies, and (e) developmental and demonstration projects.

During the last several years, a concerted effort has been made to get career education incorporated into each of the above.

Since 1966, the state board has classified systems and schools into standard and non-standard schools. There are three types of standards: required, essential, and desirable. To be a standard system, a school must be judged to meet a certain percentage of required, essential, and desired items. Several career education standards have been added. These include: use of community resources, elementary career awareness, junior high career exploration, secondary career planning, job preparation and placement, earning of school credit through community learning experiences, career guidance, and local curriculum guides providing alternative course content dependent upon student occupational interests. In annually addressing these process standards at system and school levels, local educators become aware of the career education concept and indicate the extent to which they are being met.

Another source of school standards has been comprehensive studies conducted by State Department of Education staff in local school systems. To qualify for capital outlay funds, a local school system must (a) have had a comprehensive study within five years, and (b) have either agreed to implement study recommendations regarding curriculum and school organization, or to submit an alternate plan for state board approval. In the early 1970's the curriculum and instruction components of the comprehensive studies were expanded to include the career education concept, the effect being that all comprehensive studies now contain recommendations for career education. Through these recommendations many local boards have become aware of the need to implement the career education concept.

The State Board of Education staff has considerable influence on instructional media and materials used by local systems. Some inroads have been made to promote the career education concept through the state's educational media service. A major achievement has been the open circuit broadcast of the Bread and Butterflies series to 95,504 student viewers in the fourth, fifth, and sixth grades. The State Film Library has made a number of selections of films dealing with career education content and distributes these to local school systems. For each state-allotted teacher, the local school systems receive $260 for instructional materials. Policies have been revised to allow local systems to purchase career-related materials. A special effort has been made to have career oriented student materials related to the different subject areas reviewed for inclusion on the State Textbook Adopted List. Many of the school librarians and adult librarians throughout the state have developed a librarian's guide and career education information centers for students and teachers as a consequence of statewide staff development. These efforts have helped immensely in providing the materials needed by local teachers.

Certain educational areas in Georgia have strong state management. These include vocational education, special education, and compensatory education. As previously mentioned, considerable revision has been made in vocational education that has served to facilitate implementation of the career education concept. The program areas of special education and compensatory education have begun to give greater emphasis to the career education concept through state level program requirements. A major redirection of guidance at the secondary level to focus on career guidance has been initiated through the use of Title III and vocational discriminatory funds. Particular emphasis is being placed on including career decision-making and planning units in the curriculum for eleventh and twelfth grade students.

During the past two years, considerable progress has been made in getting the state curriculum consultants in mathematics, science, language arts, social studies, music, art, and health education to incorporate the career education concept into their state curriculum guides and into their annual programs of work. They are now in the process of outlining their ideas for the integration of career education into their areas for a state publication. Through the use of Title IV and vocational education discretionary funds, some twenty-five projects have been initiated during the past two years with most attempting to either develop or implement a validated curriculum product or practice pertaining to career education. Through a system of joint project monitoring, the general education curriculum specialists have been identified with these projects. One only needs to visit classrooms in the state to observe changes in the instructional program that reflect the career education concept.

Funding

For the career education concept to be implemented, it must be related to the flow of dollars from the state to the local school system. Georgia has a foundation program of education financing in which most dollars flow from the state to local school systems on the basis of a formula, with a fixed amount required to be spent on fixed items such as staff, transportation, instructional materials, para-professional personnel, etc. Therefore, it becomes extremely important to see that state policies, regulations, and procedures include the career education concept as an acceptable expenditure. Within recent years, modifications have been made so that: (a) school transportation funds can be used to support field trips, (b) staff development funds can be used in preparation for career education, (c) student materials and instructional equipment can include career education activities, and (d) capital outlay funds must address career and vocational education needs.

Other major funding categories include special education, vocational education, compensatory education, and development. Some progress has been made in including the career education concept within these guidelines and program application forms. It is expected that through the career education task force, each major organizational entity will develop its own mini-plan. As a minimum, these mini-plans will address the following questions.

a. What end products are expected? How will they be reached? What objectives and assistance will be given to local systems in order to implement the career education concept?

b. What procedures will be implemented in order to achieve the objectives? What are the expected results? How will they come about? Under what policies or administrative procedures will revisions or development occur? Who will supervise and evaluate the program?

c. How will the objectives be evaluated annually to determine the extent of achievement?

d. What progress was achieved over the previous year?

e. How does the proposed budget relate to the career education plan proposed by the office under which it operates?

Career education will continue to flourish as state program managers come to perceive career education as a part of their responsibilities.

SUMMARY

It is essential to recognize the need to conceptualize career education on a much broader basis than had been thought in the beginning—a department-wide implementation thrust as opposed to a program approach. An attempt at such a comprehensive approach with total department involvement would have failed completely seven years ago. The State Department of Education has been building a base and a climate of understanding for the initiation of a much broader and more comprehensive approach to the implementation of the career education concept.

In summary, the approach is one in which the state leadership serves first as a catalyst in stimulating local educators to re-examine the educational needs of their students, and secondly, as a source of assistance to local educators as they think through, within the context of their local environments, the changes they believe are needed.